

Message Text

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ACTION IO-13

INFO OCT-01 ARA-10 EUR-12 ISO-00 AID-05 EB-07 DIWY-01 PA-02

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NSAE-00 USIA-15 PRS-01 SP-02 AGR-10 /099 W

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R 151630Z APR 76

FM AMEMBASSY LIMA

TO SECSTATE WASHDC 9786

USUN NEW YORK 0735

US MISSION GENEVA 258

AMEMBASSY PARIS

AMEMBASSY ROME

AMEMBASSY VIENNA

AMCONGEN MONTREAL

UNCLAS SECTION 1 OF 2 LIMA 3526

PARIS FOR UNESCO

ROME FOR FODAG

VIENNA FOR IAEA AND UNIDO

MONTREAL FOR ICAO

E.O. 11652: N/A

TAGS: UNDP, EAID

SUBJECT: CERP 0008 - EVALUATION UN ASSISTANCE PROGRAMS

REF: STATE 072386

1. BEGIN SUMMARY. UNDP AND EXECUTING AGENCIES SHOULD BE ENCOURAGED
TO CONTINUE AND INCREASE COOPERATION AND COORDINATION WITH OTHER DONO
RS,

PARTICULARLY IN COUNTRIES SUCH AS PERU WHERE SUBSTANTIAL BILATERAL
TECHNICAL ASSISTANCE PROGRAMS EXIST. MISSION COMMENTS ON TOPICS
REQUESTED ARE ORGANIZED IN FORM REQUESTED REFTEL PARA (7). END SUMMAR

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2. MISSION COMMENTS ON TOPICS RAISED REFTEL PARA (4) ARE AS FOLLOWS:

(A) ROLE OF UNDP IN UN DEVELOPMENT SYSTEM. - THE RES. REP. COORDINATES THOSE UNDP ACTIVITIES AND OTHER UN SYSTEM TECHNICAL ASSISTANCE WHICH ARE EITHER PARTIALLY OR FULLY FINANCED BY UNDP FUNDS. THE RES. REP. IS KEPT INFORMED REGARDING ACTIVITIES OF ALL SPECIALIZED AGENCY PROJECTS BUT HAS LITTLE DIRECT CONTROL OVER THOSE NOT FINANCED BY UNDP. HIS STATUS IS HIGHER THAN THE LEADERS OF OTHER UN AGENCIES IN PERU, BUT HE IS CERTAINLY NOT A POSITION OF ABSOLUTE CONTROL. RELATIONS BETWEEN RES. REP. AND GOP HAVE GENERALLY BEEN GOOD, BUT THERE HAS BEEN SOME TENSION AS RES. REP. HAS HAD TO CURTAIL PROGRAM TO COMPLY WITH BUDGETARY CUTS. THERE APPEARS TO BE LITTLE DIRECT COORDINATION OR COMPLEMENTARITY BETWEEN IBRD AND UNDP UNDERTAKINGS DUE TO A NUMBER OF REASONS. INCLUDING THE FACT THAT THE IBRD DOES NOT HAVE A REPRESENTATIVE IN PERU AND LOAN PROJECTS PRESENTED FOR IBRD CONSIDERATION HAVE TO BE IN FAIRLY FINAL DESIGN AND FEASIBILITY STAGE RATHER THAN IN EARLY AND PRELIMINARY FORM.

(B) COORDINATION OF ALL EXTERNAL TECHNICAL ASSISTANCE. - ALL MULTILATERAL AND BILATERAL TECHNICAL ASSISTANCE TO PERU IS COORDINATED TO A GREATER OR LESSER DEGREE BY THE NATIONAL PLANNING INSTITUTE (INP). ALL GOP ENTITIES SEEKING TECHNICAL ASSISTANCE AND ALL EXTERNAL DONORS SUPPLYING TECHNICAL ASSISTANCE INCLUDING SCHOLARSHIPS ARE REQUIRED TO CHANNEL DOCUMENTATION, REQUESTS, ETC., THROUGH THE INP WHICH IS CHARGED WITH ASSIGNING PRIORITY TO THE VARIOUS PROJECTS. IN THIS WAY THE INP THEORETICALLY EXERCISES CONTROL OVER ALL TECHNICAL ASSISTANCE PROVIDED PERU; HOWEVER IN ACTUAL PRACTICE IT USUALLY FUNCTIONS MORE AS REVIEWER OR CLEARING HOUSE FOR TECHNICAL ASSISTANCE PROJECTS. THE UNDP HAS PROVIDED SOME ASSISTANCE TO THE INP RE COORDINATING TECHNICAL ASSISTANCE, HOWEVER THE GOP HAS DISCOURAGED FURTHER EFFORTS OF THE UNDP TO PLAY A LEADERSHIP ROLE IN COORDINATING AND EVALUATING SUCH ASSISTANCE. IN SPECIFIC CASE OF UNDP PROJECTS, ONCE THE COUNTRY PROGRAM IS APPROVED INDIVIDUAL PROJECTS DO NOT NEED FURTHER FOREIGN OFFICE APPROVAL; THE INP HAS BEEN DELEGATED POWER TO APPROVE UNDP PROJECTS; THIS DIFFERS FROM THE MECHANISM APPLIED TO BILATERAL DONORS.

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(C) FINANCIAL RESTRAINTS. - THE UNDP MISSION IN PERU HAS HAD TO CONFRONT SEVERE FINANCIAL PROBLEMS DUE TO CUTBACK FROM \$4.7 MILLION BUDGET LEVEL FOR 1976 TO \$2.6 MILLION. A VARIETY OF MEASURES HAVE BEEN USED BY UNDP FOR 1976 INCLUDING (1) THE RECONTRACTING OF TECHNICAL PERSONNEL, (2) TERMINATING PROJECTS, AND (3) HAVING GOP FUND INCREASED PORTION OF EXPENDITURES. SOME COSTS THAT WOULD HAVE BEEN PAID OUT OF 1976 ALLOCATION MAY BE PUSHED INTO 1977. THE FUNDING CUTBACK HAS FORCED DOWNWARD

REVISION IN BUDGETED FUNDING LEVEL FOR 1977-1981 PROGRAM TO ANNUAL LEVEL OF ABOUT \$3.0 MILLION.

(D) COUNTRY PROGRAMMING. - THE RES. REP. FORWARDED TO USAID/PERU FOR ITS REVIEW AND COMMENTS A COPY OF THE UNDP POSITION DOCUMENT WHICH CONTAINS EVALUATION OF 1972-1976 PROGRAM. SOCIAL-ECONOMIC BACKGROUND IN PERU, AND SUGGESTIONS FOR UNDP FOR THE PERIOD 1977-1981. THIS DOCUMENT IS VERY OBJECTIVE AND POSITIVE IN ITS APPROACH. IN TERMS OF UNDP DISTRIBUTION OF RESOURCES IN 1972-1976, 24 PERCENT WENT TO AGRICULTURE AND FORESTRY; 25 PERCENT TO PLANNING, INFRASTRUCTURE, AND PUBLIC ADMINISTRATION; 29 PERCENT TO HUMAN RESOURCES DEVELOPMENT; AND 19 PERCENT TO INDUSTRY, FOREIGN TRADE, AND TOURISM. FROM THIS POINT OF VIEW, THE 1972-76 PROGRAM WAS SOMEWHAT LESS DISPERSE THAN THE LARGE NUMBER (APPROXIMATELY FORTY) PROJECTS WOULD INDICATE. THE UNDP DOCUMENT POINTS OUT QUITE FAIRLY THAT THE GOP HAS ACCEPTED TECHNICAL ASSISTANCE IN FIELDS WHICH ARE RELEVANT TO RESOLUTION OF FUNDAMENTAL SOCIOECONOMIC PROBLEMS TAKEN UP BY THE REVOLUTIONARY GOVERNMENT OF PERU; FOOD SUPPLY, EMPLOYMENT, AND INDUSTRIALIZATION AND DEVELOPMENT OF THE PERUVIAN MODEL OF DEVELOPMENT WHICH RELIES HEAVILY UPON AGRARIAN REFORM, EXPANSION OF COOPERATIVES, REGIONAL DEVELOPMENT, INCREASED POPULAR PARTICIPATION, AND INCREASED MINERALS EXPLOITATION. IN GENERAL THE UNDP MUST BE GIVEN GENERALLY GOOD MARKS FOR RELEVANCY. THE UNDP DOCUMENTS POINTS OUT CERTAIN STRATEGIC AND OPERATIONAL PROBLEMS OF THE 1972-1976 PROGRAM AS FOLLOWS: QUOTE. THERE HAS BEEN A DISPERSION OF EFFORT IN TOO LARGE A NUMBER OF PROJECTS; SIZEABLE SUMS OF MONEY HAVE BEEN ALLOCATED TO PROJECTS WITH OBJECTIVES WHICH ARE TOO VAGUE, IN REGARD PARTICULARLY TO IMMEDIATE OBJECTIVES; AND PROJECTS HAVE BEEN PREPARED WITHOUT EXAMINING WHETHER THEY WERE REALLY FEASIBLE BOTH BY THE GOP (IN TERMS OF ASSIGNMENT OF RESOURCES) AND BY THE UNDP AND UN AGENCIES (IN TERMS UNCLASSIFIED

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OF RECRUITMENT OF PERSONNEL). UNQUOTE. THE 1977-1981 UNDP COUNTRY PROGRAM IS MORE CONCENTRATED BY SECTORS AND SPECIFIC PROJECTS ARE LARGER IN COMPARISON WITH PREVIOUS PROGRAM. THERE ARE SEVEN AREAS OF CONCENTRATION: FOREIGN TRADE AND RELATED INDUSTRY, ENERGY, FISHERIES, EDUCATION, FORESTRY, AGRARIAN REFORM, AND SOCIAL PROPERTY. ACCORDING TO UNDP SOURCE, THE UNDP COUNTRY PROGRAM FOR PERU WILL NOT CONTAIN A LIST OF SPECIFIC PROJECTS BUT WILL CONTAIN AREAS OF ACTION AND FUNDING LEVELS. THE INP HAS NOT YET GIVEN ITS FINAL APPROVAL AND, INDEED, IS IN EARLY STAGES OF REVIEWING THE PROPOSED PROGRAM. RES. REP. INDICATES INP HAS BEEN TARDY IN ITS RESPONSE AND UNDP COUNTRY PROGRAM MUST TO BE SUBMITTED TO GOVERNING COUNCIL IN NEW YORK BY END OF MONTH.

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R 151630Z APR 76

FM AMEMBASSY LIMA

TO SECSTATE WASHDC 9787

USUN NEW YORK 0736

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AMEMBASSY PARIS

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PARIS FOR UNESCO

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(E) PROJECT EVALUATION AND IMPLEMENTATION. - THE TRIPARITE PROJECT REVIEW SYSTEM IS USED BY THE UNDP. IN 1975 EIGHT TRIPARTITE REVIEWS WERE HELD, AND THUS FAR IN 1976 THREE TRIPARTITE REVIEWS HAVE BEEN HELD. AT THE END OF 1975 THE UNDP HAD 37 PROJECTS ON ITS BOOKS, AT LEAST 16 OF WHICH HAD UN FINANCIAL COMMITMENTS IN EXCESS OF FIFTY THOUSAND DOLLARS. WE ARE INFORMED THAT THESE REVIEWS HAVE BEEN USEFUL IN SOUNDING OUT GOP AND THEREBY ELIMINATING WEAK PROJECTS. THERE ARE NUMEROUS PROJECTS WHICH DO NOT MERIT IN-DEPTH REVIEWS. IN TERMS OF DISTRIBUTION OF PROJECTS UNDER CONTROL OF UNDP THE BREAKDOWN FOR THE 37 PROJECTS CITED ABOVE BY UN AGENCIES IS AS FOLLOWS: UNIDO (9), FAO (7), UNESCO (5), WHO (2), UNOTC (6), ITU (1), ICAO (1), UNCTAD (2), ILO (4).

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IN TERMS OF RESOURCE ALLOCATION FAO, UNESCO, UNOTC, ICAO, AND ILO CONSTITUTE THE LARGEST SHARE OF RESOURCE COMMITMENTS. APART FROM THE TECHNIQUE OF A COMPLETE AUDIT AND RIGID EVALUATION CRITERIA, IT IS DIFFICULT IF NOT IMPOSSIBLE TO APPROPRIATELY AND HONESTLY CATEGORIZE PROJECTS AS SUCCESSFUL OR UNSUCCESSFUL. ALL DONOR AGENCIES ARE HAVING PROBLEMS IN PROJECT IMPLEMENTATION IN PERU DUE TO ORGANIZATIONAL AND BUREAUCRATIC PROBLEMS OF THE HOST GOVERNMENT, INCLUDING THE SUDDEN DEPARTURES OF KEY PERSONNEL AND ABSENCE OF TIMELY DECISION MAKING. ON THE UN SIDE RECRUITMENT AND EQUIPMENT DELIVERY DELAYS HAVE SLOWED PROJECT IMPLEMENTATION. HOWEVER, UNDP EXPERIENCE SEEMS TO BE NO WORSE THAN THOSE OF OTHER DONOR AGENCIES. WE NOTE BELOW TWO APPARENTLY SUCCESSFUL PROJECTS AND TWO PROJECTS WHICH ARE BEING TERMINATED. THE UNDP/OTC PROJECT WITH THE NATIONAL INSTITUTE FOR PUBLIC ADMINISTRATION WHICH ESTABLISHED AND DEVELOPED A PROGRAM FOR THE TRAINING OF PUBLIC ADMINISTRATION PERSONNEL CONTINUES TO BE A RELATIVELY SUCCESSFUL PROJECT. THE ORIGINAL PROJECT WAS INITIATED IN JUNE 1970 AND WAS SLATED TO END OCTOBER 1975. THIS PROJECT HAS BEEN EXTENDED TO 1978. IN TERMS OF OBJECTIVES AND IMPACT THIS PROJECT HAS BEEN AND IS LIKELY TO CONTINUE TO HAVE A DESIRABLE DEVELOPMENT IMPACT. A SECOND PROJECT THAT CAN BE SINGLED OUT AS SUCCESSFUL IS UNDP/FHO PROJECT MANAGEMENT AND INTEGRATED UTILIZATION OF TROPICAL FORESTS. THIS PROJECT BEGAN IN 1973 AND WAS INITIALLY SLATED TO RUN THROUGH 1976 BUT HAS BEEN EXTENDED THROUGH 1977. THIS PROJECT PROVIDES SERVICES OF FOREIGN EXPERTS, AND TRAINING OF PERUVIAN TECHNICIANS. THE PROJECT AIMS AT INCREASED UTILIZATION OF TROPICAL HARDWOODS AND REFORESTATION. UN OFFICIALS INDICATE THAT THE PROJECTS HAS BEEN RELATIVELY SUCCESSFUL DUE TO COMPETENT TECHNICIANS AND TO NO DISRUPTIVE CHANGES IN GOP POLICIES. AN EXAMPLE OF A PROJECT WHICH IS BEING TERMINATED IS THE UNDP/ILO PROJECT WITH THE NATIONAL SYSTEM OF SUPPORT TO SOCIAL MOBILIZATION (SINAMOS). THIS PROJECT BEGAN IN 1972 AND WAS SCHEDULED TO TERMINATE IN 1976. ESSENTIALLY THE PROJECT WAS ONE FOR WHICH THE UNDP/ILO SUPPLIED HIGH LEVEL EXPERTS FOR THE TRAINING OF PERUVIAN IN ACTIVITIES RELATED TO COOPERATIVE AND SOCIAL ENTERPRISE DEVELOPMENT. IN 1975 SINAMOS INDICATED THAT THIS PROJECT COULD BE TERMINATED AS SLATED, BUT A CHANGE IN SINAMOS LEADERSHIP RESULTED IN A REQUEST FOR CONTINUATION. THIS, ALOG WITH THE FINANCIAL CONSTRAINTS IMPOSED ON UNDP AND CHANGING ORIENTATION OF SINAMOS, INFLUENCED DECISION NOT TO CONTINUE FUNDING PROJECT. A SECOND EXAMPLE OF PROJECT TERMINATION IS THE UNDP/OTC PROJECT WITH THE UNCLASSIFIED

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NATIONAL PLANNING INSTITUTE (INP) FOR DEVELOPMENT OF THE EASTERN REGION OF PERU. THIS PROJECT BEGAN IN 1975 AND THE FUNDING LEVEL FOR 1975 WAS \$271,000 FOR 50 MAN MONTHS OF TECHNICAL PERSONNEL SERVICES INCLUDING AN ANTHROPOLOGIST, SOCIOLOGIST, AND ECONOMIST

PLUS COMMODITY SUPPORT. THE OUTPUT OF THE PROJECT WOULD HAVE BEEN PLANNING DOCUMENTS AND WORKING PAPERS. THE GOP DECIDED TO ELIMINATE THE PROJECT BECAUSE IT COULD NOT PROVIDE COUNTERPART SUPPORT. THE LACK OF FURTHER PETROLEUM DISCOVERIES IN THE EASTERN REGION PROBABLY UNDERLIES THE CHANGE IN GOP POLICY REGARDING THE PROJECT.

(F) APPRAISAL OF PROPOSED PROJECTS. - THE A.I.D. MISSION DIRECTOR HAS MAINTAINED CLOSE TIES WITH THE RES. REP. AND PERIODICALLY DISCUSSED PROPOSED PROJECTS. NO REGULAR REVIEW SYSTEM EXISTS WHEREBY USAID/PERU REVIEWS UNDP PROPOSALS.

(G) WOMEN IN DEVELOPMENT. - THE CONCEPT OF FULL EQUALITY AND PARTNERSHIP OF WOMEN IN THE DEVELOPMENT PROCESS STATED REFTEL APPEARS TO MISS THE POINT THAT THE MAJORITY OF WOMEN IN COUNTRY SUCH AS PERU ARE EMPLOYED IN AN ECONOMIC SENSE AS MUCH AS AND PERHAPS MORE THAN MEN. IN THE AGRICULTURAL - AND ARTISAN SECTORS THEY ARE RESPONSIBLE FOR GARDEN, ANIMAL CARE, AND ARTISAN WORK. THE BATTLE FOR EQUALITY OF WOMEN AS SEEN BY WOMEN IN PERU TURNS ON LEGAL MEASURES AND JURIDICAL CONCEPTS WHICH DISCRIMINATE AGAINST AND DISADVANTAGE WOMEN. IN PERU WOMEN ARE GENERALLY EXCLUDING FROM "DECISION MAKING" BUT NOT FROM "EXPERT" CAPACITIES OR ROLES. MOST UNDP PROJECTS ARE NEUTRAL WITH RESPECT TO WOMEN IN DEVELOPMENT. HOWEVER UNDP HAS GIVEN ATTENTION TO RECRUITMENT OF WOMEN EXPERTS AND TO THE IMPACT OF PROGRAMS ON WOMEN. THE UNDP/NY FUNDED PREPARATION OF A PRELIMINARY STUDY ON WHAT COULD BE DONE TO PROMOTE WOMEN IN THE ANDEAN COUNTRIES. THE GOP HAS BEEN INTERESTED IN THIS MULTI-COUNTRY PROJECT. THE PROJECT WOULD PROVIDE TECHNICAL ASSISTANCE TO GOVERNMENTS FOR PROGRAMS TO AID WOMEN IN SUCH ACTIVITIES AS PARTICIPATION IN COOPERATIVES AND FAMILY PLANNING.
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